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ABSTRACT

This is the first annual report of the National Advisory Council on Bilingual Education summarizing the condition of bilingual education in the U.S. and the administration and operation of Title VII. The Council recomends, in summary: (1) that communication among groups in bilingual-multicultural education be continuous; (2) that states be assisted in developing bilingual programs; (3) that testing for bilingual students be developed; (4) that cross-cultural orientation to a target group be recognised in bilingual programs; (5) that funding be increased; and (6) that bilingual-multicultural education be promoted as quality education for all students. The recomendations are amplified in the report with specifics of implementation and administration. A legislative statement of purpose and defination summarizes the passage of the Elementary and Secondary Education Act of 1965 and subsequent amendements. The history and development of the National Advisory Council from 1974 onward is detailed, followed be the 1974 recomendations of the Council. Extensive statistics on the number of non-English-speaking children and their educational failure support the need for bilingual-multicultural programs. Federal and state programs in bilingual education are detailed, and the activities and future plans of the National Advisory Council noted. (CHK)

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Bilingual Education:
Quality Education for All Children

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Annual Report
National Advisory Council
on Bilingual Education
November 1, 1975

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I. PERSONAL STATEMENT OF THE CHAIRPERSON

PERSONAL STATEMENT OF:

ROSITA E. COTA, CHAIRPERSON
NATIONAL ADVISORY COUNCIL ON BILINGUAL EDUCATION

"It has always been my heartfelt notion that any endeavor must, with deference to the past, develop and expand to insure success and progress. With this premise in mind, and in an attempt to insure the continued success of bilingual-multicultural education, school and community personnel must view cultural and linguistic differences between children as positive attributes on which to build.

Although the bilingual-multicultural education movement has focused thus far on linguistically different children, because of their educational priorities, from this point forward emphasis must be placed on promoting bilingual-multicultural education both as quality education and as a viable approach for all children."

II. MEMBERS OF THE NATIONAL ADVISORY COUNCIL ON BILINGUAL EDUCATION

II. MEMBERS OF THE NATIONAL ADVISORY COUNCIL ON BILINGUAL EDUCATION

DR. FERNANDO ALVAREZ

Education:	Ph.D. - Social, Political and Economic Sciences Doctor of Law M.A. Administrative and Diplomatic Law
Present Position:	Chairman, Spanish-American Corporation
	Director, Spanish-American Translation Bureau
Experience:	Professor of Spanish at Spanish-American Language Center, N. Y.

MR. FRANK L. ANZALONE *

Education:	High School Graduate
Present Position:	Member, Louisiana House of Representatives
Experience:	Work with Independence, Louisiana School Board to have Italian introduced into education system
	Owner: Butane Gas Distributorship Owner: Appliance store

MS. GUDELIA BETANCOURT

Education:	Advanced Certificate in Social Work Masters of Social Work M.A. - Secondary Education
Present Position:	Associate Professor, Albert Eistein College of Medicine
	Director, Consultation and Education, Lincoln Community Mental Health Center
Experience:	Assistant Professor at Hunter College

MRS. ROSITA COTA

Education:	M.ED. - Elementary Education and School Administration
Present Position:	Chairperson, National Advisory Council on Bilingual Education
Experience:	NEA-Project Director for study on Bilingual Education Report entitled "Invisible Minority"

MRS. JOHN G. (EVELYN) FATOLITIS *

Education:	B.A. - Elementary Education
Present Position:	Elementary School Teacher
Experience:	Work with Greek community in Tarpon Springs, Florida, concerning education for bilingual students. Fluent in Greek.

DR. LORRAINE P. GUTIERREZ *

Education:	Ph.D. - Curriculum and Instruction
Present Position:	Albuquerque Public School Board
Experience:	Extensive work in attitudes toward bilingual education particularly in relationship to parents with children in bilingual programs

MRS. JEANNETTE F. HARDY *

Education:	Baccalaureats in French and Vietnamese
Present Position:	Affiliated with Software Design, Inc. of Arlington, Virginia
Experience:	Fluent in both French and Vietnamese. Worked closely with Vietnam refugee relocation programs

MRS. BOK LIM C. KIM

Education:	M.A. - Social Work
Present Position:	Associate Professor of Social Work
Experience:	Chairperson, Subcommittee on Asian American Projects, Illinois Advisory Committee on Civil Rights
	Member, National Committee on Asian Women
	Member, Midwest Asian American Research Committee

DR. EVELYN P. LYTLE

Education:	Ph.D. - Spanish and Portuguese
Present Position:	Professor of Spanish and Portuguese
Experience:	Conducted numerous seminars on bilingual-multi-cultural education

MR. OMER PICARD *

Education:	M.ED. - Administration and Supervision
Present Position:	Supervising Principal, Acadia School, Madawaska, Maine
Experience:	1968-1974 directed Bilingual Education programs under Title III and VII in Northern Maine school district

MR. CARMELO RODRIGUEZ

Education:	Doctoral Candidate in Educational Administration M.A. - Education
Present Position:	Executive Director, Aspira, Inc. of Illinois
Experience:	Teacher in bilingual education program
	Administration of bilingual tutorial program in reading at ten elementary schools in Chicago

MR. TOMÁS DE AGUINO ROYBAL

Education:	Doctoral Candidate in School Administration Graduate work in education M.A. - Educational Administration and Supervision
Present Position:	Lecturer in cross-cultural education, California Polytechnic State University
Experience:	Elementary and secondary school teacher
	Instructor, Antelope Valley College
	Ememtary school principal and supervisor

DR. ROLANDO A. SANTOS *

Education:	Ph.D. - Foreign Languages M.A. - Foreign Languages AA, AB, BSED - Foreign Languages and Education
Present Position:	Professor, Department of Educational Foundations, School of Education, California State University, Los Angeles, California
Experience:	Professor, University of the Philippines
	Professor, UNESCO Asian Teacher Education Center

MRS. TERESA CHI-CHING SUN

Education:	Ph.D. Candidate in Foreign Languages M.A. - Education
Present Position:	Assistant Professor in Chinese, Department of Foreign Languages and Literature, California State University at Los Angeles
Experience:	Assisted in design of Chinese programs at the University
	Teaching bilingual students from the Los Angeles Chinatown area

MR. WEBSTER A. TWO HAWK *

Education:	B.D. - Education
Present Position:	Director, Institute of Indian Studies, University of South Dakota
	Adjunct Professor of Tribal Government
Experience:	Member of two South Dakota school districts
	Member Rosebud Sioux Tribe
	Work on several Indian Reservations in South Dakota

* New members as of October 15, 1975

FORMER MEMBERS OF THE NATIONAL ADVISORY COUNCIL ON BILINGUAL EDUCATION

WHOSE TERMS EXPIRED JUNE 30, 1975

Ms. Estela Aquila, Director
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Mrs. Dorothy Cordova, Co-Director
Demonstration Project for Asian Americans
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Washington State Board of Community Colleges
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Seattle, Washington

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Chairman of the Advisory Committee
Superintendent of Bilingual Education
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Mr. Jose Silva, Jr.
Principal, Fall River Middle School
124 Melrose Street
Fall River, Massachusetts

III. INTRODUCTION

III. INTRODUCTION

The National Advisory Council on Bilingual Education is pleased to submit its First Annual Report to the President and Congress. This report summarizes the salient aspects of the current condition of bilingual education in the Nation and the administration and operation of Title VII. Bilingual-multicultural education is making progress as a viable educational approach which not only meets the needs of the 2.5 million children of limited English-speaking ability which the Office of Education (OE) estimates are in school, but also provides quality education for all children.

The definition of bilingual education, developed for the June 1975, draft of the position paper of the Advisory Committee on the Education of Bilingual Children, states: "Bilingual Education is a process in which English and other languages and cultures that reflect the makeup of the community are used in instruction. It is designed to meet the unique language and culture needs of each student, regardless of origin." The Council accepts this definition, together with the Committee's subsequent substitution of "bilingual-multicultural" for "bilingual education." At the same time the Council wishes to endorse bilingual-multicultural education as an approach which is meeting increasingly our children's needs for quality education.

It is also the Council's view, however, that the challenging objective of providing equal educational opportunities for all children of our

Nation has yet to be fully realized. Therefore, both as advisors to the President and to the Congress and as representatives of consumers of bilingual education, we wish to offer recommendations which urge the ongoing development of the bilingual-multicultural approach. These recommendations are presented in detail in Section IV of this report.

The Council's recommendations reflect the following primary concerns:

- that communication among all groups involved in bilingual-multicultural education be continuous;
- that the States be assisted in developing their bilingual-multicultural awareness, expertise, and programming;
- that testing for bilingual-multicultural students be developed;
- that cross-cultural orientation to a target group be recognized as an integral component of a bilingual-multicultural program;
- that funding continue to be increased for capacity-building, and;
- that bilingual-multicultural education be promoted throughout the educational system as quality education for all students.

The remaining sections of the report summarize the results of our examination of the status of bilingual education; the activities of our predecessors, the Advisory Committee on the Education of Bilingual Children; and action taken by both Federal and State programs to advance bilingual education.

Great strides have been made in the development and acceptance of the concept and programs of bilingual-multiculturism. As advisors representing diverse backgrounds, as concerned citizens and as advocates of bilingual-multicultural education, we request and expect our recommendations will be acted upon to fulfill the educational needs of our children without further delay.

IV. RECOMMENDATIONS

IV. RECOMMENDATIONS

During 1975, the Council's activities included the examination and review of available information regarding the following legislative, operational and administrative aspects of bilingual-multicultural education:

- bilingual-multicultural programs;
- bilingual-multicultural education materials;
- projected need for bilingual-multicultural programs, and;
- development of Federal and State programs to provide bilingual-multicultural education.

On the basis of its assessment of this information, the Council has made a series of recommendations which, if implemented, will significantly advance the progress of bilingual-multicultural education.

These recommendations are grouped into four categories: (1) those which require action of a general type; (2) those requiring Congressional action; (3) those which should be implemented within the Office of Bilingual Education (OBE); and (4) those related to needed changes in the States and local education agencies.

The recommendations are not presented in any order of priority, but rather in what is considered a topical sequence.

Communication

The Council offers a recommendation which requires the cooperation of several levels of government and/or numerous individuals involved in the development of successful bilingual-multicultural education programs. This recommendation is to promote increased communication and coordination among those involved in the bilingual-multicultural education process.

- Communication between all Federal offices and agencies funding bilingual-multicultural programs and the National Advisory Council should be improved through the immediate establishment of formal and regular lines of communication. These channels of communication would insure that the Council is regularly informed of the Department of Health, Education and Welfare (DHEW) plans and policies, so that Council members may better prepare themselves to offer their views on issues of National impact.

Appropriations

In order that bilingual-multicultural education can progress toward assisting States to service the needs of the estimated 2.5 million children of limited English-speaking ability in the schools, Federal funding must be increased.

- The Council wishes to recommend that the $150 million authorized for bilingual education in P.L. 93-380, Title VII, Section 702(a)(1), for fiscal 1977, be appropriated.
- The Council requests that Congress provide an appropriate level of funds to:
  - properly staff the Office of Bilingual Education;

- properly staff and operate other existing Federal bilingual-multicultural efforts and;

- properly staff and operate DHEW Regional Offices, so that they may provide the assistance needed by bilingual-multicultural programs in the States.

° The Council recommends added funding for bilingual-multicultural programs in Adult and Vocational Education, in order that bilingual teaching can be expanded beyond the elementary and secondary levels.

° The Council recommends funds be allocated to develop a directory of highly qualified bilingual-multicultural educators and administrators. This register should be available for use by State and local education agencies which need qualified personnel to successfully implement bilingual-multicultural education in their school systems.

° Funds should be appropriated to improve understanding of the bilingual-multicultural approach to education of parents, children and bilingual-multicultural education personnel. The Council thinks increased communication among DHEW, the States, local education agencies, parents, children, institutions of higher learning and those persons involved in education disciplines is vital to the success of this approach.

° Equalized testing for all students must be set as a funding priority. Assessment procedures must be developed for all languages and their respective variations used in bilingual education, and must be culturally oriented to the target populations involved, in order that progress of students in bilingual programs can be measured. At present, there is a need for additional and adequate testing at all levels of learning in bilingual programs. Because it will take several years to validate such tests, it is vital that test development programs be started immediately.

Office of Bilingual Education

The Council recommends that the Office of Bilingual Education make the following organizational and administrative changes so it can achieve

the complete credibility needed to assume and maintain a leadership position in the promulgation of bilingual-multicultural education.

- Section 445 of the General Education Provisions Act states that the Council must be provided the necessary support to carry out its assigned functions, either through detail of Office of Education personnel or through contract. Immediate action must be taken to comply with this portion of the Law, as lack of required staff has continuously limited the Council's effectiveness.

- The Council wishes to recommend that the composition of the OBE staff be representative of the target languages and their corresponding populations addressed in its programming. A bilingual staff person cross-culturally oriented to one group may not be helpful in providing guidance in another. For example, bilingual capability in Spanish programming may not be helpful in programming for Chinese or other language groups. OBE should use consultants with the needed cultural skills to assist them in the administration of Title VII, when they do not have qualified staff.

- Results of monitoring of Federally funded bilingual-multicultural programs should be formally and routinely fed back into DHEW's proposal evaluation process. Quality programs, which meet all regulations, should be refunded; and those in noncompliance with guidelines and/or regulations should not be funded.

- Each program funded under Title VII should have as one of its primary components a positive outreach and communication component designed to increase understanding of bilingual-multicultural education at local, State and Federal levels.

States Receiving Title VII Funds

The Council wishes to encourage States to prepare themselves better to meet their service function in bilingual-multicultural education. Several States have acted aggressively toward development of bilingual-

multicultural education. Those States should be assisted with greater Federal capacity-building and support funds under title VII, and receive priority funding. States which have not so acted should not receive Federal funds until they take positive steps toward servicing children of limited English-speaking ability in bilingual-multicultural programs.

Key areas to be addressed are noted in the following recommendations:

- Special cultural skills of teachers of bilingual-multicultural education--that are additional to those skills normally required for certification--should be recognized formally. Endorsement of special bilingual-multicultural educational skills on the teacher's certificate is recommended. It is also recommended that in unusual circumstances temporary certification be available to specially qualified bilingual-multicultural personnel as a short-term solution to educational needs of certain population groups. Programs in States offering such endorsement and certification should be given priority funding beginning in fiscal 1977. No Title VII program should be funded in a State without such provisions after fiscal 1981.

- Appropriate education and administration personnel in State and local areas should be provided information, orientation and training to insure their ability to serve the needs of their diverse bilingual-multicultural population groups and to discharge their duties with high professional standards. States having such personnel training programs should receive priority in Title VII funding, beginning with fiscal 1977.

- The Council recommends that States presently requiring public and/or nonpublic school instruction be exclusively in English not be considered eligible for Title VII funds after fiscal 1981. States with mandatory bilingual education should be given priority for Title VII funds, starting in fiscal 1977.

- The Council recommends State education systems with mechanisms for certifying U. S. citizens with degrees from outside the

United States receive priority funding commencing in fiscal 1977. State hiring and employment constraints which restrict the entrance of degreed bilingual-multicultural people into the education system must be examined, as they are thought to be detrimental to progress of bilingual-multicultural education in the United States.

V. LEGISLATIVE STATEMENT OF PURPOSE AND DEFINITION

V. LEGISLATIVE STATEMENT OF PURPOSE AND DEFINITION

Bilingual education as a national concern came into prominence with the Elementary and Secondary Education Act of 1965, P.L. 89-10. As the Act was amended, specific areas were addressed and the scope of bilingual education expanded. The Act of 1965 has been amended with the passage of:

- P.L. 89-750 - November 3, 1966
- P.L. 90-247 - January 2, 1968
- P.L. 91-230 - April 13, 1970
- P.L. 92-318 - June 22, 1973
- P.L. 93-380 - August 21, 1974

These amendments enlarged the Nation's program of bilingual education through a statement of Federal policy; determination of means to meet the needs of limited English-speaking children; allocation of operational funds; authorization and outline of procedures for distribution of funds for bilingual programs, and; the establishment of an Advisory Committee and Council.

The legislative mandates have strengthened bilingual education as a viable program and have thereby enabled it to make significant progress toward a guarantee of quality education for children of limited English-speaking ability in the Nation.

Statement of Purpose for U. S. Department of Health, Education and Welfare

Bilingual Education, Chapter 1, Part 123.01.

> "Assistance made available under this part shall be for the purpose of developing and carrying out new and imaginative elementary and secondary school programs designed to meet the special educational needs of children of limited English-speaking ability."

Rational for Public Law 93-380 Title VII - Bilingual Education:

> "Sec. 702. (a) Recognizing-
>
> "(1) that there are large numbers of children of limited English-speaking ability;
>
> "(2) that many of such children have a cultural heritage which differs from that of English-speaking persons;
>
> "(3) that a primary means by which a child learns is through the use of such child's language and cultural heritage;
>
> "(4) that, therefore, large numbers of children of limited English-speaking ability have educational needs which can be met by the use of bilingual educational methods and techniques; and
>
> "(5) that, in addition, children of limited English-speaking ability benefit through the fullest utilization of multiple language and cultural resources.
>
> the Congress declares it to be the policy of the United States, in order to establish equal educational opportunity for all children (A) to encourage the establishment and operation, where appropriate, of educational programs using bilingual educational practices, techniques, and methods, and (B) for that purpose, to provide financial assistance to local educational agencies, and to State educational agencies for certain purposes, in order to enable such local education agencies to develop and carry out such programs in elementary and secondary schools, including activities at the preschool level, which are designed to meet the educational needs of such children; and to demonstrate effective ways of providing, for children of limited English-speaking ability, instruction designed to enable them, while using their native language, to achieve competence in the English language."

VI. HISTORY AND DEVELOPMENT OF THE NATIONAL ADVISORY COUNCIL

VI. HISTORY AND DEVELOPMENT OF THE NATIONAL ADVISORY COUNCIL

The National Advisory Council on Bilingual Education was mandated by Section 732 of the Bilingual Education Act of 1974.

ELEMENTARY AND SECONDARY EDUCATION ACT OF 1965

AS AMENDED BY

TITLE VII BILINGUAL EDUCATION ACT OF 1974

NATIONAL ADVISORY COUNCIL ON BILINGUAL EDUCATION

"Sec. 732. (a) Subject to part D of the General Education Provisions Act, there shall be a National Advisory Council on Bilingual Education composed of fifteen members appointed by the Secretary, one of whom he shall designate as Chairman. At least eight of the members of the Council shall be persons experienced in dealing with the educational problems of children and other persons who are of limited English-speaking ability, at least one of whom shall be representative of persons serving on boards of education operating programs of bilingual education. At least three members shall be experienced in the training of teachers in programs of bilingual education. At least two members shall be persons with general experience in the field of elementary and secondary education. At least two members shall be classroom teachers of demonstrated teaching abilities using bilingual methods and techniques. The members of the Council shall be appointed in such a way as to be generally representative of the significant segments of the population of persons of limited English speaking ability and the geographic areas in which they reside.

(b) The Council shall meet at the call of the Chairman, but, notwithstanding the provisions of section 446(a) of the General Education Provisions Act, not less often than four times in each year.

(c) The Council shall advise the Commissioner in the preparation of general regulations and with respect to policy matters arising in the administration and operation of this title, including the development of criteria for approval of applications, and plans under this title, and the administration and operation of other programs for persons of

limited English-speaking ability. The Council shall prepare and, not later than November 1 of each year, submit a report to the Congress and the President on the condition of bilingual education in the Nation and on the administration and operation of this title, including those items specified in section 731(c), and the administration and operation of other programs for persons of limited English-speaking ability.

(d) The Commissioner shall procure temporary and intermittent services of such personnel as are necessary for the conduct of the functions of the Council, in accordance with section 445, of the General Education Provisions Act, and shall make available to the Council such staff, information, and other assistance as it may require to carry out its activities effectively."

Eight of the present Council members, appointed by the Secretary during FY 1975, have served as members both of the Council and of the Advisory Committee on the Education of Bilingual Children established in Section 708 of P.L. 90-247 the Act of 1968. The seven new members of the Council were appointed by the Secretary in FY 1975...

The concurrent membership of eight persons was occasioned by a ruling of the DHEW General Counsel, which stated that Section 845 of P.L. 93-380, extending the existing Advisory Committee on the Education of Bilingual Children until July 1, 1978, did not refer to the National Advisory Council established in the Act, but to the earlier Advisory Committee.

TITLE VII

BILINGUAL EDUCATION ACT OF 1968

ADVISORY COMMITTEE ON THE EDUCATION OF BILINGUAL CHILDREN

"Sec. 708 (a) The Commissioner shall establish in the Office of Education an Advisory Committee on the Education of Bilingual

Children, consisting of fifteen members appointed, without regard to the civil service laws, by the Commissioner with the approval of the Secretary. The Commissioner shall appoint one such member as Chairman. At least seven of the members of the Advisory Committee shall be educators experienced in dealing with the education problems of children whose native tongue is a language other than English.

(b) The Advisory Committee shall advise the Commissioner in the preparation of general regulations and with respect to policy matters arising in the administration of this title, including the development of criteria for approval of application thereunder. The Commissioner may appoint such special advisory and technical experts and consultants as may be useful and necessary in carrying out the functions of the Advisory Committee."

The inconsistency over the advisory body between DHEW General Counsel and the Senate and House Staff who worked on the Act was resolved in a plan proposed to the Secretary on September 24, 1974. According to this plan, DHEW was to:

"a. extend the charter for the Advisory Committee on the Education of Bilingual Children (it expired June 30, 1973);

b. charter the National Advisory Council on Bilingual Education;

c. fill current vacancies on the Committee;

d. appoint the members of the Committee to the Council;

e. through the Commissioner's Annual Report, terminate the Committee on March 31, 1975."

The Annual Report of the Advisory Committee is being completed and is to be submitted on or before November 1, 1975. With the submission, in November, the Committee's March 31, 1975 report, and the First

Annual Report of the Council, the National Advisory Council will be the only advisory body and, therefore, ready to move forward in the exercise of its other functions and responsibilities.

VII. RECOMMENDATIONS OF THE ADVISORY COMMITTEE ON THE EDUCATION OF BILINGUAL CHILDREN

VII. RECOMMENDATIONS OF THE ADVISORY COMMITTEE ON THE EDUCATION OF BILINGUAL CHILDREN

For the record, the Council wishes to recapitulate the recommendations it made when it was designated the Advisory Committee on the Education of Bilingual Children. The 1974 Committee recommendations were presented in the "First Annual Report from the Advisory Committee on the Education of Bilingual Children" and were submitted on March 25, 1974, to the Secretary of Health, Education and Welfare and the Commissioner of Education. The 1975 recommendations are forthcoming in the "Second Annual Report of the Advisory Committee on the Education of Bilingual Children." It is expected that this 1975 Report will be printed and submitted by November 1, 1975.

To date, neither the Council nor the Committee, which was terminated with the swearing in of the seven new Council members, October 15, 1975, has received a response to the recommendations indicated above.

A. 1974 Recommendations of the Advisory Committee on the Education of Bilingual Children

1. "Coordination of Agency Activities

In the development of an effective national policy, a priority must be given to increase coordination of agency activities."

The Committee asked for activity reports from all Offices involved in bilingual education in order that it might offer appropriate recommendations relating to coordination.

2. "Equal Opportunities for the Training and Employment of Bilingual Teachers and Other Professionals and Para-Professionals."

The Committee stated a perceived "need for stronger affirmative actions to increase employment opportunities for bilingual educators and to improve training and education programs for teachers, administrators, researchers and other professionals, as well as para-professionals in the field of bilingual education."

3. "Consideration and Technical Assistance for all Racial and Ethnic Language Minority Groups in Need of Bilingual Education."

The Committee in this recommendation expressed its view of the universal application of bilingual education to all limited English-speaking groups, encouraged the recognition and inclusion of language groups not previously covered, and recommended the establishment of technical assistance programs for diverse ethnic communities.

The March 31, 1975 report, now scheduled for November 1, 1975, will list the following recommendations of the Committee:

B. 1975 Recommendations of the Advisory Committee on the Education of Bilingual Children

1. "Bilingual-Multicultural Education"

"...the National Advisory Committee proposes the term bilingual-multicultural which responds to all linguistic minorities and cultural groups."

2. "Better Federal and State Interagency Communication"

To facilitate needed communication "the Office of Bilingual Education must continue its role in this respect and, in addition, generate coordination among the various linguistic and cultural groups, as well as interagency cooperation for the purpose of utilizing to the maximum all resources for bilingual education at the Federal level."

3. "Implementation of Recommendations of First Annual Report"

In this recommendation the Committee "requests further action on the March, 1974 recommendations."

4. "Full Funding for the Bilingual Education Act"

The Committee "strongly recommends that the full amount authorized in the Bilingual Education Act be requested...for fiscal 1976 and each of the succeeding fiscal years..."

5. "Research and Development"

Five specific research programs were recommended by the Committee:

"a. Research by the Office of Education and/or National Institute of Education on bilingual education experiences in foreign countries, such as Canada and Russia, as well as countries in Europe, Latin America, and Asia.

b. An assessment of the U. S. educational policy impact on language minorities in the Commonwealth of Puerto Rico, Virgin Islands, Samoa, Hawaii, and other such areas outside the Continental United States.

c. Research and development activities in the area of Adult Education, as it would relate to adults of language minority groups needing bilingual education.

d. Design of a research instrument by the Bureau of Census to identify all school district areas with concentrations of limited and non-English-speaking ethnic/national origin groups in need of bilingual education.

e. Research and development of innovative strategies applicable to bilingual education which incorporate advanced technological developments, including computer-assisted instruction and educational television."

6. "National Advisory Committee's Need for Information and Staff Support"

"The Advisory Committee feels that without a staff person to continue the work between meetings, as well as to follow up on the motions carried at these meetings, the Committee is rendered virtually impotent." The Committee also needs to receive regularly up-to-date information so that it may act in a timely way.

7. "Inclusion of Bilingual Education in White House Conference on Education in 1977"

The Committee requested that bilingual education be included on the program agenda for the White House Conference on Education.

VIII. THE NEED FOR BILINGUAL-MULTICULTURAL PROGRAMS

VIII. THE NEED FOR BILINGUAL-MULTICULTURAL PROGRAMS

Although precise statistics are not currently available which document the total number of limited English-speaking children, all agree that it is large. The June 1975 Office of Education estimate, based on 1970 Census data and information gathered in informal departmental surveys, is that "Approximately five million children in the United States live in homes where a language other than English is spoken. While some of these young people do speak English, it has been estimated that between 1.8 and 2.5 million need special instruction in English."[1]

The educational needs of these young people can be attested to further by a variety of census sources. For example, the 1970 Census reports that 4.5 million Spanish-speaking children under 20 speak Spanish at home. It is estimated that 259,830 Asian American children speak little or no English and that some 56,493 Native American children speak a Native American language as their first language. The National Institute of Education reports, in a September 26, 1975, memorandum, that the over 50,000 immigrant Italian students entering New York City schools probably have limited English language skills. The estimates in the following Census table show the number and variety of languages other than English spoken in the United States in 1970.

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[1]Commissioner Terrell H. Bell, U. S. Department of Health, Education and Welfare, "Education Briefing Paper, Bilingual Education," (Washington, D. C.: Education Division, June, 1975).

MOTHER TONGUE OF THE POPULATION BY NATIVITY AND PARENTAGE: 1970

United States

	Total	Native of native parentage	Foreign stock				
			Total	Native of foreign or mixed parentage			Foreign born
				Total	Foreign parentage	Mixed parentage	
Total	393 210 158	169 634 936	33 575 332	23 955 938	12 982 978	11 083 954	9 619 393
English	160 717 113	149 312 435	11 404 678	9 706 853	3 170 411	6 536 442	1 697 825
Celtic	88 162	9 734	78 428	32 969	25 655	7 314	45 459
Norwegian	612 862	204 822	408 040	313 675	191 929	121 746	94 365
Swedish	626 102	113 119	512 983	381 575	283 569	98 006	131 408
Danish	194 462	29 089	165 373	107 155	75 614	31 541	58 210
Dutch	350 748	90 713	260 035	132 201	86 463	45 738	127 834
Flemish	61 889	12 064	49 825	29 024	21 649	7 375	20 801
French	2 998 408	1 460 130	1 138 278	727 698	333 997	393 701	410 580
Breton	32 722	7 252	25 470	15 439	8 963	6 476	10 031
German	6 093 054	2 488 394	3 604 660	2 403 125	1 468 715	934 410	1 201 535
Polish	2 437 938	670 335	1 767 603	1 347 691	1 085 041	262 650	419 912
Czech	452 812	148 944	303 868	233 165	163 704	69 461	70 703
Slovak	510 366	86 950	423 416	340 855	279 203	61 652	82 561
Hungarian	447 497	52 156	395 341	234 088	195 556	38 532	161 253
Serbo-Croatian	239 455	24 095	215 360	132 296	109 262	23 034	83 064
Slovenian	82 321	9 040	73 281	54 103	47 552	6 551	19 178
Dalmatian	9 802	3 038	6 764	4 748	3 201	1 547	2 016
Albanian	17 382	1 571	15 811	8 283	6 730	1 553	7 528
Finnish	214 168	58 124	156 044	117 754	91 730	26 024	38 290
Lithuanian	292 820	34 744	258 076	162 888	143 297	19 591	95 188
Other Balto-Slavonic dialects	19 748	1 231	18 517	8 309	6 646	1 663	10 208
Russian	334 615	30 665	303 950	154 673	131 793	22 880	149 277
Ukrainian	249 351	22 662	226 689	130 054	115 982	14 072	96 635
Georgian	757	179	578	157	120	37	421
Rumanian	56 590	5 166	51 424	25 369	21 809	3 560	26 055
Yiddish	1 593 993	170 174	1 423 819	985 703	845 484	140 219	438 116
Gypsy (Romani)	1 588	1 252	336	180	79	101	156
Greek	458 699	56 839	401 860	208 115	146 897	61 218	193 745
Italian	4 144 315	605 625	3 538 690	2 512 696	1 927 001	585 695	1 025 994
Spanish	7 823 583	4 171 050	3 652 533	1 956 293	958 628	997 665	1 696 240
Portuguese	365 300	62 252	303 048	162 749	111 922	50 827	140 299
Basque	8 108	1 852	6 256	4 087	3 034	1 053	2 169
Armenian	100 495	13 758	86 737	48 414	38 930	9 484	38 323
Persian	20 553	965	19 588	3 602	1 697	1 905	15 986
Other Persian dialects	3 370	590	2 780	1 437	1 110	327	1 343
Hebrew	101 686	19 691	81 995	45 883	34 036	11 847	36 112
Arabic (n.e.c.)	123 744	14 055	109 689	52 902	38 704	14 198	56 787
Egyptian	891	33	858	79	49	30	779
Iraqi	2 413	509	1 904	758	435	323	1 146
Near Eastern Arabic dialects	66 064	10 952	55 112	40 306	31 672	8 634	14 806
North African Arabic dialects	408	217	191	52	16	36	139
Southern Semitic	1 354	380	974	216	78	138	758
Hamitic	948	445	503	217	135	82	286
Swahili	3 991	2 040	1 951	812	324	488	1 139
Libyan	410	265	145	86	29	57	59
Niger-Congo (Chari-Nile)	6 537	1 055	5 482	1 221	653	568	4 261
Eastern Sudanic	2 543	336	2 207	1 347	953	394	860
Turkish	24 123	1 811	22 312	5 666	3 826	1 840	16 646
Other Uralic	15 191	765	14 426	3 016	2 347	669	11 410
Altaic	974	306	668	251	206	45	417
Hindi (Hindustani)	26 253	1 249	25 004	2 987	1 944	1 043	22 017
Other Indo-Aryan	22 939	731	22 208	2 342	1 740	602	19 866
Dravidian	8 983	635	8 348	813	578	235	7 535
Korean	53 528	2 756	50 772	16 024	7 328	8 696	34 748
Japanese	408 504	82 886	325 618	207 528	137 373	70 155	118 090
Chinese (n.e.c.)	337 283	29 244	308 039	122 000	80 317	41 683	186 039
Mandarin	1 697	651	1 046	314	175	139	732
Cantonese	5 819	703	5 116	1 937	1 273	664	3 179
Other Chinese dialects	632	166	466	156	106	50	310
Tibetan	352	183	169	50	23	27	119
Burmese	1 581	248	1 333	177	51	126	1 156
Thai (Siamese), Lao	14 416	1 178	13 238	1 543	464	1 079	11 695
Malay (Indonesian)	6 253	826	5 427	817	311	506	4 610
Other Malayan	4 042	1 193	2 849	544	382	162	2 305
Tagalog	217 907	8 336	209 571	57 073	35 581	21 492	152 498
Polynesian	20 687	12 006	8 681	3 725	2 132	1 593	4 956
Algonquin	19 909	18 079	1 830	1 190	274	916	640
Navajo	91 860	91 092	768	648	174	474	120
Other Athapaskan	18 528	17 497	1 031	451	173	278	580
Uto-Aztecan	245	152	93	55	23	32	38
Other American Indian	137 663	128 039	9 624	5 193	1 866	3 327	4 431
All other	880 779	350 126	530 653	341 483	236 504	104 979	189 170
Not reported	9 317 873	8 873 081	444 792	348 645	177 288	171 357	96 147

Extensive research on language minority children in the public schools has been performed by the U. S. Commission on Civil Rights. These studies clearly indicate the

> "...continuing failure of Public Schools to provide language minority children with a meaningful education.
>
> Compared with the median number of 12.0 school years completed for whites, the median is 8.1 for Mexican American, 8.6 for Puerto Ricans, 9.8 for Native Americans, and 12.4 for Asian Americans. The Commission's Mexican American Education Study shows that 40 percent of Mexican Americans who enter first grade never complete high school. As of 1972, the dropout rate for Puerto Ricans in New York City from 10th grade to graduation was 57 percent. In New England, 25 percent of the Spanish speaking student population has been retained in grade for at least 3 years; 50 percent, for at least 2 years. Only 12 percent were found to be in the correct grade for their age group. The dropout rate for Native Americans in the Southwest between grades 9 and 12 is 30.6 percent. For Navajos, the largest Native American tribe, the median educational level achieved is fifth grade.
>
> Academic achievement scores recorded for language minority groups in the 1966 Coleman report show that they lag significantly behind majority group Americans. By the 12th grade the Mexican American student is 4.1 years behind the national norm in math achievement; 3.5 in verbal ability; and 3.3, in reading. The Puerto Rican student is 4.8 years behind the national norm in math; 3.6 in verbal ability; and 3.2, in reading. The Asian American student is 0.9 years behind the norm in math; 1.6, in verbal ability; and 1.6, in reading. Studies indicate that the longer language minority students stay in school the further they fall behind their classmates in grade level achievements. On tests of general information--including humanities, social sciences, and natural sciences-- the median 12th grade score is 43.3 for Mexican Americans, 41.7 for Puerto Ricans, 44.7 for Native Americans, and 49.0 for Asian Americans as compared to a median score of 52.2 for whites."[2]

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[2]U. S. Commission on Civil Rights, A Better Chance to Learn: Bilingual Bicultural Education, Clearinghouse Publications 51, May 1975, p. 17

The data given above clearly indicates the urgent need for quality education opportunity for all children in this country. At the same time, it emphasizes the indispensable role of bilingual-multicultural programs in achieving such equality.

IX. FEDERAL PROGRAMS IN BILINGUAL-MULTICULTURAL EDUCATION

IX. FEDERAL PROGRAMS IN BILINGUAL-MULTICULTURAL EDUCATION

A. REPORTED FEDERAL ACTIVITIES[3]

Through a variety of agencies, departments, committees and advisory councils, the Federal government has assumed the leadership role in the development and promotion of bilingual-multicultural education. The primary developmental and promotional efforts have been delegated to the Office of Bilingual Education within the Office of Education, U. S. Department of Health, Education and Welfare. OBE works with a number of other government agencies and offices in its efforts to promulgate bilingual-multicultural education. Among these are the National Institute of Education, the National Center for Education Statistics, the Division of Adult Education, the Office of Civil Rights, and the Library Services Division of the Office of Education. The functions and level of involvement of each of these offices, as well as the Council's perceptions associated with the integration of these various functions, are discussed below.

The position of the Federal government in relation to bilingual-multicultural education is that its efforts should be in developing bilingual-multicultural education demonstration projects and building the capacity of State and local education agencies to implement and maintain successful bilingual-multicultural programs. This position has been reaffirmed by Dr. Virginia Trotter, Assistant Secretary for Education, who is responsible for setting DHEW's policy.

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[3]Information in this section was provided by the various offices under discussion.

DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE
OFFICE OF THE ASSISTANT SECRETARY FOR EDUCATION
WASHINGTON, D.C. 20202

As our Bicentennial approaches, we are even more keenly aware of the diversity of our national origins. Ours is a nation which has been built on the foundations of many societies -- of many languages. During the period of our most rapid national growth, insufficient attention was paid to the needs of our individual citizens.

The Bilingual Education Program has a strong legislated mandate to provide educational opportunity to all of our citizens -- pre-school through adult. I am proud of the Education Division's efforts in the field of bilingual education -- efforts which strongly enhance our national goal of providing an equal opportunity for quality education for all Americans. We have made an important beginning; but it is only a beginning. We must recognize that language cannot be taught in a vacuum, for language and culture are inseparable. Our school systems have a tremendous responsibility to instruct and to further the interests of bilingual education within the school environment. Our broader challenge is to insure that the cultural diversity which has brought strength to our nation is not lost, while insuring that each American citizen has the language tools with which to interact and fully participate in American society.

Virginia Y. Trotter
Assistant Secretary
for Education

1. Office of Bilingual Education

The delegable functions of the Commissioner of Education relating to bilingual-multicultural education are, according to the 1974 Bilingual Education Act, delegated to the Director of the Office of Bilingual Education. This office -- superseding the Division of Bilingual Education, which had been established under the Education Act of 1968 -- is directly responsible to the Commissioner of Education. It now directs the major Federal programs in bilingual-multicultural education which are demonstrations and capacity-building (including training and materials development).

The Bilingual Education Act of August 1974, Part B, describes the administration of the Office of Bilingual Education. The Director, who heads the Office, is appointed by the Commissioner of Education. As its administrative head, the Director organizes OBE as he "determines to be appropriate to carry out its functions and responsibilities effectively."

Operationally, OBE functions in a capacity-building role rather than delivering educational services. This approach emphasizes training; dissemination of materials; communication; development of techniques, model programs, curricula and tests; and provision of technical assistance to teachers and personnel. Activities associated with this approach include assistance to States and local education agencies in increasing their capacities to meet the needs of limited English-speaking children.

It must be stressed that OBE only funds demonstration projects addressing the special educational needs of limited English-speaking children. Service

programs are a responsibility of local and State educational agencies. OBE staff responsibilities include monitoring and technical assistance activities in addition to those ancillary and supplemental duties provided to local schools, institutes of higher learning, national and local associations, and State and Federal agencies, as regard bilingual education.

OBE coordinates relative bilingual education activities with other Federal agencies as Office of Civil Rights, Office of Planning, Budget and Evaluation, Office of Equal Educational Opportunity, OE Task Force on Bilingual Education, OE Reporting Task Force, and other governmental agencies.

The staff is also concerned with planning, budget, and data gathering needs which relate to the purpose of OBE. Under the 1974 Act, yearly funds are made available for grants used for:

> "1. the establishment, operation, and improvement of programs of bilingual education;
>
> "2. auxiliary and supplementary community and educational activities designed to facilitate and expand the implementation of programs described in clause (1), including such activities as (A) adult education programs related to the purposes of this title, particularly for parents of children participating in programs of bilingual education, and carried out, where appropriate, in coordination with programs assisted under the Adult Education Act, and (B) preschool programs preparatory and supplementary to bilingual education programs;
>
> "3. (A) the establishment, operation, and improvement of training programs for personnel preparing to participate in, or personnel participating in, the conduct of

programs of bilingual education and (B) auxiliary and supplementary training programs, which shall be included in each program of bilingual education, for personnel preparing to participate in, or personnel participating in, the conduct of such programs; and

"4. planning, and providing technical assistance for, and taking other steps leading to the development of, such programs."

For fiscal 1975, bilingual education funds were allocated by OBE as follows:

I.	Classroom Projects (328)		53,370,000
	Ongoing Projects Continued	292	
	New Projects	36	
	Discontinued Projects	91	
II.	Training		21,000,000
	In-Service	11,100,000	
	Pre-Service (Traineeships)	3,900,000	
	Graduate Fellowships	3,000,000	
	IHE Program Development	3,000,000	
III.	Materials Development (1)		7,000,000
			$81,370,000
	Advisory Council	100,000	
	Needs Assessment	730,000	
	Vocational Education Training	2,800,000	
		3,630,000	
	TOTAL		$85,000,000

SUMMARY OF 1975 GRANT FUNDS BY STATE
INDICATING PUPILS, GRADES AND LANGUAGE INVOLVEMENT

STATE	NUMBER OF GRANTS	ESTIMATED PUPIL PARTICIPATION	GRADES BEING SERVED	LANGUAGES SERVED	GRANT AMOUNT AWARDED
Alaska	2	4,152	K - 11	Yupik	$ 704,850.00
Arizona	20	7,585	Pre K - 12 Teachers Aides	Navajo Spanish Hualapai Papago Havasupai	$ 2,565,070.00
California	103	54,823	Pre K - 12 Teachers Aides	Spanish Chinese Pilipino (Tagalog) Portuguese Korean Samoan Japanese	$21,323,527.00
Colorado	7	2,262	K - 8	Spanish Ute Navajo	$ 549,188.00
Connecticut	4	3,623	Pre K - 6	Spanish	$ 729,699.00
Delaware	1	1,175	K - 12	Spanish	$ 252,872.00

SUMMARY OF 1975 GRANT FUNDS BY STATE
INDICATING PUPILS, GRADES AND LANGUAGE INVOLVEMENT

STATE	NUMBER OF GRANTS	ESTIMATED PUPIL PARTICIPATION	GRADES BEING SERVED	LANGUAGES SERVED	GRANT AMOUNT AWARDED
District of Columbia	1	2,321	K - 12	Spanish Chinese	$ 175,007.00
Florida	6	35,888	Pre K - 12	Seminole Spanish Eelaponke	$ 1,383,686.00
Hawaii	1	664	K - 6	Ilokano	$ 500,000.00
Idaho	1	1,189	K - 12	Spanish	$ 136,750.00
Illinois	3	6,787	K - 8	Spanish	$ 3,413,570.00
Indiana	1	30	Pre K	Spanish	$ 17,000.00
Kansas	1	125	K - 2	Spanish	$ 65,000.00
Louisiana	9	4,799	K - 12	Italian French Spanish	$ 1,596,041.00

SUMMARY OF 1975 GRANT FUNDS BY STATE INDICATING PUPILS, GRADES AND LANGUAGE INVOLVEMENT

STATE	NUMBER OF GRANTS	ESTIMATED PUPIL PARTICIPATION	GRADES BEING SERVED	LANGUAGES SERVED	GRANT AMOUNT AWARDED
Maine	3	698	Pre K - 9	Passamoquoddy French	$ 334,596.00
Massachusetts	8	6,403	K - 12	Spanish Chinese French Greek Italian Portuguese	$ 2.074.845.00
Michigan	5	1,797	K - 12	Spanish	$ 832,000.00
Minnesota	1	550	K - 3	Spanish	$ 185,000.00
Mississippi	2	415	K - 3 Undergrad	Choctaw	$ 398,100.00
Missouri	1	600	K - 4	Spanish	$ 100,000.00
Montana	5	1,172	Pre K - 5	Cree Crow Cheyenne	$ 526,249.00

SUMMARY OF 1975 GRANTS FUNDS BY STATE
INDICATING PUPILS, GRADES AND LANGUAGE INVOLVEMENT

STATE	NUMBER OF GRANTS	ESTIMATED PUPIL PARTICIPATION	GRADES BEING SERVED	LANGUAGES SERVED	GRANT AMOUNT AWARDED
New Hampshire	2	140	K - 6	French Portuguese	$ 533,800.00
New Jersey	12	9,194	Pre K - 12 Spec. & ESL Graduate Undergraduate	Spanish	$ 2,289,008.00
New Mexico	20	7,840	Pre K - 12	Spanish Various Indian	$ 3,157,766.00
New York	55	33,197	Pre K - 12 Ungraded Undergraduate Graduate	Spanish French Greek Italian Yiddish Arabic Chinese Portuguese	$13,249,651.00
Oklahoma	3	5,774	K - 8	Choctaw Cherokee Seminole	$ 412,246.00

SUMMARY OF 1975 GRANT FUNDS BY STATE
INDICATING PUPILS, GRADES AND LANGUAGE INVOLVEMENT

STATE	NUMBER OF GRANTS	ESTIMATED PUPIL PARTICIPATION	GRADES BEING SERVED	LANGUAGES SERVED	GRANT AMOUNT AWARDED
Oregon	3	1,182	Pre K - 6	Spanish Russian	$ 503,250.00
Pennsylvania	5	3,882	Pre K - 12 Ungraded	Arabic Spanish Penn. Dutch	$ 771,943.00
Rhode Island	7	1,945	Pre K - 12 Undergraduate Graduate	Portuguese Spanish	$ 1,032,991.00
South Dakota	1	125	K - 1	Lakota	$ 75,000.00
Texas	69	63,965	Pre K - 12 Spec. Ed	Spanish	$15,347,257.00
Vermont	1	325	K - 12	French	$ 123,560.00
Washington	2	1,285	Pre K - 8	Spanish	$ 727,500.00

SUMMARY OF 1975 GRANT FUNDS BY STATE
INDICATING PUPILS, GRADES AND LANGUAGE INVOLVEMENT

STATE	NUMBER OF GRANTS	ESTIMATED PUPIL PARTICIPATION	GRADES BEING SERVED	LANGUAGES SERVED	GRANT AMOUNT AWARDED
Wisconsin	3	540	K - 4	Spanish	$ 564,000.00
Wyoming	1	190	Pre K - 2	Spanish	$ 115,000.00
Puerto Rico	1	930	7 - 12	English Spanish	$ 556,100.00
Trust Territory of the Pacific Islands	8	1,077	1 - 12	Kusaien Ponapean Palauan Chamorro Marshallese Trukese Yapese Ulithian Woleian	$ 613,405.00
Virgin Islands	1	1,065	K - 4	Spanish	$ 253,250.00
TOTAL	379*	268,497			$78,188,777.00

* Of the 379 projects, 325 are LEA instructional projects, 35 are colleges and universities and 19 are resource, material development or dissemination centers.

BILINGUAL FUNDINGS

FISCAL YEAR	AUTHORIZED $ MILLIONS	APPROPRIATED $ MILLIONS	LEA CLASSROOM DEMONSTRATIONS			TRAINING $ MILLIONS	MATERIALS DEVELOPED $ MILLIONS	OTHER $ MILLIONS
			CLASSROOM PROJECTS	CHILDREN SERVED	MONIES OBLIGATED CLASSROOM DEMONSTRATIONS $ MILLIONS			
1969	30	7,500						
1970	40	21,250	76	26,500	6.7			
1971	80	25,000	131	51,900	19.0	MONIES NOT MADE AVAILABLE UNTIL FISCAL 75		
1972	100	35,000	165	83,700	25.5			
1973	135	45,000	210	106,000	33.5			
1974	135	58,350	383	236,125	55,017	6,816	5,793	
1975	135	84,270	325	234,714	53,834	21,365	7,000	3,620
1976	140	97,770*						

*Vetoed by the President

OBE has by far the largest appropriation and mandate in bilingual-multicultural education. Its role is, therefore, a leadership position of growing importance. Funding over the years illustrates this growth, shown on the preceding chart.

Future Plans

The future plans for the Office are being prepared in a series of documents for the Commissioner by OBE Director, Dr. John C. Molina.

OBE is assisted in Federal bilingual-multicultural programming by several other governmental agencies which are worthy of note, as their roles also contribute significantly to the development of the discipline.

2. National Institute of Education

Federal efforts in bilingual education must include a recognition of the National Institute of Education (NIE) created by Congress in 1972, as a separate agency under the Department of Health, Education and Welfare. Its purpose is to resolve our country's educational problems by utilizing a capacity-building approach of research and development in response to the concerns of Congress and the education community. NIE is the first major Federal agency to recognize the multicultural aspect of bilingual education, by calling its Division responsible for bilingual efforts the Multicultural-Bilingual Division.

The thrust of NIE's capacity-building approach is directed toward five problem areas of both short-term policy studies and long-term research and development.

Briefly, these five priorities are:

- Dissemination: "...providing teachers and administrators with the best and most useful results of education research and development... and speed the flow of new ideas and useful innovations to schools..."
- Basic Skills: Aims to "improve reading and mathematical instruction in elementary grades..."
- Finance, Productivity, and Management: To assist those concerned with education in delivering high quality education on a cost effective and efficient basis.
- Education and Work: To achieve a relevant relationship between education and the world of work to enable students to pursue rewarding careers.
- Education Equity: This program is "committed to ensuring that every person has an equal opportunity to obtain a quality education."

NIE operates its multicultural-bilingual effort within the Education Equity function, offering its contribution to bilingual education capacity-building through research and development.

In 1975, the Multicultural Division developed from a year old Multicultural task force. For Fiscal year 1976, $3.9 million has been allocated to the Division to fund programs to achieve Education Equity goals. This

as a $1 million increase from the prior year. A total of 16 programs were, or are, to be funded, of which nine are ongoing projects. Briefly, these contracts are:

- Teaching and Linguistic Pluralism
- Academic Readiness
- Language Acquisition
- Second Language Acquisition
- Catalog Bilingual Curriculum Materials
- Kit of Multicultural and Non-Sexist Material for Use in Classrooms and Teacher Training
- Bilingual Translation
- Intercultural Reading and Language
- Bilingual Early Elementary Education
- SOBER-Espanol
- Bilingual/Bicultural Teacher Characteristics Study
- Survey of Educational Goals and Attitudes
- Survey of Bilingual Policies and Court Decisions
- Early Childhood Education

In August 1975, NIE Director Harold L. Hodgkinson, sought to improve intra-Federal communications on bilingual education through a Conference on Bilingual-Multicultural affairs. The Council wishes to encourage NIE activities in bilingual-multicultural education, particularly those

that focus on coordination and hopes the Council will be routinely involved in these efforts.

Future Plans

The National Institute of Education has developed a Fiscal Year 1976 research agenda for bilingual education that encompasses a broad range of concerns suited to the research needs of local education agencies. The plan will be coordinated through the Assistant Secretary of Education (ASE) with other Federal activities in DHEW especially those in OE. The plan was discussed by representatives of DHEW groups concerned with bilingual education at an NIE-sponsored meeting in August 1975. A revision of the plan has been submitted to ASE for review prior to final approval as part of the Bilingual Objective for the DHEW Operational Planning Systems. One of the major issues addressed in the NIE plan is educational program or model implementation. Following model definitions provided in the DHEW Office of Civil Rights "Lau Task Force Report," the plan discusses alternative program models appropriate for development by school districts depending on the English proficiency and educational level of the students.

The NIE plan identifies potential variables that must be controlled in the investigation of the effectiveness of alternative bilingual models, including the nature of the target language, the characteristics of the populations, the functions of the languages in community settings, and the degree of literacy. Instructional variables requiring control

include the materials and methods used, subject matter, teacher training, and staffing patterns.

The NIE Multicultural-Bilingual Division will invite a series of planning papers in Fiscal Year 1976 focusing on models of transition and acquisition including control variables selected from the above list. The planning papers will provide direction and substance for initial studies to be undertaken in this fiscal year in language and reading.

Additionally, NIE will conduct a separate review of alternative approaches to evaluation program models including model development and planned variations, national evaluation of existing program models, and local evaluation of existing models by independent contractors. NIE's capability to pursue large scale model development or evaluation of this type, however, will be severely limited by present budgetary contraints.

3. National Center for Education Statistics

By mandate in Section 731 (c) of the Bilingual Education Act, Section 105, P.L. 93-380, the National Center for Education Statistics (NCES) is authorized to participate in activities for a national assessment of bilingual needs. This goal is being accomplished through several survey activities which the Council wishes to note in this recapitulation of Federal activities.

NCES has coordinated two population surveys with the Census Bureau. One involves the preparation of a series of questions to determine those non-English households and persons from a 45-50,000 household sample. The information gathered will make possible estimates by age category of non-English persons for selected States and nationally by major language categories.

The other survey, for the spring of 1976, will sample 205,000 households to determine limited English-speaking persons from non-English dominant environments. Data on the numbers of limited English-speaking persons by age, income, labor force status and race classifications will be made available.

Survey questions for the spring of 1976, will sample 206,000 households to determine limited English-speaking persons from non-English dominant environments. Data on the numbers of limited English speaking persons by age, income, labor force status and race classifications will be made available.

Survey questions for inclusion in the Statistical Survey of Elementary Schools are being developed to distribute to a national sample of school districts. Data yield will provide national estimates on the numbers of limited English-speaking children from pre-kindergarten through grade twelve in school districts by language background, type of program, funding source and instructional language of subject areas.

Surveys of educational institutions and agencies are also being conducted. Institutions of higher education will be surveyed for programs and courses available "to train personnel to work with limited English speaking persons...and how many are graduating with appropriate qualifications." Surveys for State education agencies are seeking availability of statistics on numbers of limited English speaking persons and relevant information on State funded programs.

4. Division of Adult Education

The Division of Adult Education in the Bureau of Occupational and Adult Education is under OE and funded by the Adult Education Act of 1966, as amended by P.L. 91-230, Sec. 309 (b). While the Division has monies to fund special experimental demonstration projects, no bilingual-multicultural programs were funded in FY 1975. The last bilingual programs were funded under the Division in 1973. Since that time, these monies have gone to the States.

5. Office of Civil Rights

The passage of the Civil Rights Act of 1964 created a need to coordinate and investigate compliance activities of Title VII of the Act. This responsibility was delegated to two agencies. The Office of Equal Health Opportunities and the Office of Equal Educational Opportunities were delegated the authority to investigate compliance in these respective areas. In November 1967, the Office of Civil Rights (OCR) emerged to take

charge of this responsibility, and gradually other Federal agencies delegated investigative authority to OCR.

On May 25, 1970, in a memorandum issued by DHEW, OCR was authorized with enforcement powers in the areas of bilingual education. This memorandum stipulated that school districts with more than 5% national origin minority group children have an obligation under Title VII to equalize educational opportunity for language minority students. Therefore, OCR is charged with enforcement responsibility and investigates applicable school districts to insure compliance.

6. Others

Under Section 6(b) (4) of the Library Services and Construction Act, authorizations totaled $49,155,000 for both Fiscal 1975 and 1976, of which $3 million was appropriated in 1975. Demonstration programs under the Higher Education Act, Title II (b), accounted for $215,000 in funds for Fiscal 1974 and 1975. Monies were also made available for recruiting and library training. In FY 1974, $222,000 was allocated for 90 persons Fiscal 1975 saw a decrease of fund in this area to $200,000.

While, to date, this Act has had limited impact on bilingual-multicultural education, the Council would hope that future activities would recognize the need for library services to successfully implement bilingual-multicultural education.

B. COUNCIL ASSESSMENT OF FEDERAL ACTIVITIES IN BILINGUAL-MULTICULTURAL EDUCATION

Recent Federal progress has proven a positive force toward the bilingual-multicultural approach the Council considers best to meet the needs of children and parents of limited English-speaking ability. However, improvements, particularly in coordination among the various agencies and departments, need to be made before the full impact of bilingual-multicultural education can be felt at the State and local levels. To a large extent, these improvements center around a need to increase communications between all levels of government and the target populations. Increased awareness of the positive aspects of bilingual-multicultural education on the part of those disseminating information on bilingual-multicultural education should positively impact those responsible for allocating funds for bilingual-multicultural demonstration programs.

Although the Office of Bilingual Education was established 10 years ago, development of smoothly functioning internal administrative and procedural activities has been slow. Staffing has been a particular problem. In its role as that organization primarily responsible for the coordination and direction of the Nation's efforts in bilingual-multicultural efforts, OBE should be working closely with the various other government departments to insure that a comprehensive bilingual-multicultural education policy can be developed and that information concerning this policy disseminated to appropriate Federal, State and local education agencies, and other interested persons.

Some of the changes the Council feels would significantly improve the functioning of OBE are concerned with OBE's relationship to other federal agencies, such as NIE, the National Center for Education Statistics, the Office of Civil Rights, and the numberous offices within the Office of Education which are concerned with developmental programs for elementary, secondary and adult education.

In the past, each of these agencies and/or offices has operated without a uniform approach and with the exchange of information or ideas only as needed, or on a request basis. The Council thinks that this information exchange should be continuous and automatic. For example, OBE should work closely with NCES in the area of statistical data collection of households including persons of limited English-speaking ability, and update and cooperate with the Office of Civil Rights to determine those areas where bilingual-multicultural education needs are not being met. In addition, OBE should provide current information concerning various aspects and applicability of successful bilingual-multicultural education demonstration projects if it cannot be done otherwise.

A second area in which the Council feels that administrative and operational changes would assist the growth of bilingual-multicultural education is concerned with monitoring of existing and proposed programs. The Council feels that improved OBE program monitoring procedures can increase the efficiency with which Federal monies for bilingual-multicultural education are budgeted and spent. OBE monitoring procedures should include a series of checklists, or assessment standards, which can be used to evaluate

bilingual-multicultural programs, in order to determine those programs which should receive additional or renewed funding and those programs for which funding should be terminated. This monitoring data should be used in all offices where Federal funds are allocated for the prupose of Bilingual-multicultural education

The Council urges Federal efforst toward developing a comprehensive bilingual-multicultural education dissemination policy. OBE's efforts to disseminate demonstration program information to State and local education must be active and energetic. Although OBE is strictly limited to program development and assessment activities and cannot in any way determine the course taken by State and/or local education agencies in servies of bilingual-multicultural education needs, the Office does have the ability and the responsibility to work with the State and local education agencies in developing and implementing these programs, and can base this assistance or successful models developed Federally. In addition to supplying constructive assistance on a request basis, the Council feels that OBE must assume the role of an active promoter of bilingual-multicultural education, presenting convincing informational material, especially to individuals and key influencers in States which have not accepted bilingual-multicultural education as a viable approach, and making technical assistance and training available to responsible officials.

In summary, the Council recognizes the great strides made by the Federal government in the promotion of bilingual-multicultural education. However, it hopes OBE will now take increased initiative to close the gaps between

Federal efforts and State and/or local service programs by (1) increasing and improving communication systems, (2) strengthening monitoring and assessment procedures, and (3) assuming a more active role in promotion of bilingual-multicultural education, not only as the best educational approach for students of limited English-speaking ability, but as a viable approach for all students.

X. STATE PROGRAMS FOR BILINGUAL EDUCATION

X. STATE PROGRAMS FOR BILINGUAL EDUCATION

Providing education is a service function of the States. Federal efforts in bilingual education are non-service, that is, primarily demonstrations and capacity-building programs.

The following table, taken from the "Current Status of U. S. Bilingual Education Legislation" and prepared by the ERIC Clearinghouse on Languages and Linguistics, Center for Applied Linguistics, May 1975, indicates the posture of each State in classroom instruction on the use of language other than English. While this does not show the approach being used (ESL, bilingual, e.g.), it provides insight into the progress each State has made toward recognizing the educational needs of children of limited English-speaking ability and their parents. At the same time, it indicates where improvements are expected.

SUMMARY OF LEGISLATIVE ACTIVITY IN THE FIFTY STATES AND OTHER AMERICAN-FLAG JURISDICTIONS

Figure 1. Legislation Affecting Bilingual Education in the Fifty States

STATE	TYPE OF STATUTE				
	PROHIBITORY P/NP	PROHIBITORY P	NO PROVISION	PERMISSIVE	MANDATORY
ALABAMA	X[1]				
ALASKA					X
ARIZONA				X	
ARKANSAS	X				
CALIFORNIA				X	
COLORADO				X	
CONNECTICUT				X	
DELAWARE		X			
FLORIDA				X	
GEORGIA			X		
HAWAII			X		
IDAHO		X			
ILLINOIS				X	X
INDIANA			X		
IOWA	X				
KANSAS				X	
KENTUCKY			X		
LOUISIANA		X			
MAINE				X	
MARYLAND				X	
MASSACHUSETTS				X	X
MICHIGAN				X	X
MINNESOTA				X	
MISSISSIPPI			X		
MISSOURI			X		
MONTANA	X[2]				
NEBRASKA	X				
NEVADA			X		

1/ Prohibitory in only the first six grades
2/ Prohibitory in only the first through the eighth grades or until 16 years of age.

Figure 1. (Continued)

STATE	TYPE OF STATUTE				
	PROHIBITORY P/NP	PROHIBITORY P	NO PROVISION	PERMISSIVE	MANDATORY
NEW HAMPSHIRE				X	
NEW JERSEY				X	X
NEW MEXICO				X	
NEW YORK				X	
NORTH CAROLINA	X				
NORTH DAKOTA			X		
OHIO			X		
OKLAHOMA		X			
OREGON				X	
PENNSYLVANIA					X 1/
RHODE ISLAND				X	X
SOUTH CAROLINA			X		
SOUTH DAKOTA				X	
TENNESSEE			X		
TEXAS				X	X
UTAh				X	
VERMONT			X		
VIRGINIA			X		
WASHINGTON				X	
WEST VIRGINIA	X				
WISCONSIN		X			
WYOMING			X		

1/ Regulation, not statute.

Figure 2. Legislation Affecting Bilingual Education in Non-State American-Flag Jurisdictions

JURISDICTION	TYPE OF STATUTE				
	PROHIBITORY P/NP	PROHIBITORY P	NO PROVISION	PERMISSIVE	MANDATORY
GUAM				X	
PANAMA CANAL ZONE			X		
PUERTO RICO					X2/
SAMOA				X	
TRUST TERRITORIES			X		
VIRGIN ISLANDS				X	
WASHINGTON D.C.			X		

2/ Puerto Rico requires the use of Spanish as the language of instruction in the classroom.

Terms used in Figures 1 and 2

PROHIBITORY	--	The jurisdiction has a provision which requires that instruction be exclusively in English
P/NP	--	Refers to both public and non-public schools
P	--	Refers to public schools only
NO PROVISION	--	The jurisdiction has no provisions specifying any language of instruction
PERMISSIVE	--	The jurisdiction has a provision which expressly or implicity permits the use of a language of instruction other than English
MANDATORY	--	The jurisdiction has a provision which identifies circumstances under which a local school district must provide instructional programs employing a language other than English

The preceding data indicate that many children who qualify for bilingual-multicultural education are not being served. The January 21, 1974, Supreme Court Decision in Lau et al v. Nichols et al established that language minority children be provided equal benefits in the attainment of an education, based on English language instruction, in "any program or activity receiving Federal financial assistance." Each State must be reviewed for compliance, and it is noted that the Office of Civil Rights is conducting such reviews.

There is a definite trend toward bilingual education in-service programs of the States. Colorado, for example, just passed, and is in the process of implementing, a $2.5 million piece of legislation (House Bill 1295) which

adds a bicultural component to bilingual education in grades 1-3. Any school with 10% or more of limited English-speaking children, or 50 limited English-speaking students, is eligible. To date, 22 school districts have applied for funding under this bill.

California is another example. The State has many pieces of bilingual education legislation, including an emergency bill providing $5 million in funds.

The following report, which the Council things may be viewed as an indicator of the status of bilingual-multicultural education in the Nation, gives the number and types of legislative bills proposed in 22 States in 1975.

1975 LEGISLATIVE ROUND-UP

(BILINGUAL BILL PROPOSED)

STATE	BILL NUMBER	SUBJECT
Alaska	HB 474[1]	General Bilingual
Arizona	SB 1114[2]	General Bilingual Personnel
	SB 1386	Certification of Bilingual Teachers
California	AB 326[3]	Hiring Bilingual Administrators
	AB 533	Teacher Training
	AB 739	Spot Bill Bilingual
	AB 893	Study Bill San Francisco
	AB 1264	Teacher Corps
	AB 1328	Bilingual Scholastic Test
	AB 1329	Institutional Material
	AB 1612	General Bilingual
	AB 1719	Bilingual Reports to Parents
	SB 7	Fiscal
	SB 53	Fiscal
	SB 89	Fiscal General Bilingual
	SB 493	General Bilingual
	SB 963	General Bilingual
Colorado	HB 1295	General Bilingual

[1]House Bill: [2]Senate Bill: [3]Assembly Bill

1975 LEGISLATIVE ROUND-UP

(BILINGUAL BILLS PROPOSED)

STATE	BILL NUMBER	SUBJECT
Connecticut	HB 5637	General Bilingual
	HB 6581	Fiscal Funding
	HB 6749	General Bilingual
Illinois	HB 1694	Scholarship Repayment for Bilingual
	HB 2151	General Bilingual
	HB 2296	Adult Vocation
	HB 3087	Teacher Certificate
	SB 802	General Bilingual 1-8
Louisiana	HCR 246[1]	Promote Italian Culture
	HCR 267	Promote Spanish Culture
Maine	LD 1779[2]	General Bilingual
Maryland	SB 86	Indian Cultural Programs
Massachusetts	HB 128	General Bilingual - Fiscal
Minnesota	HB 396	Bilingual-Bicultural for American Indian Teachers
	SB 110	Pilot Bilingual in Indian
Missouri	HB 268	General Cultural Exchange Commission

[1]House Concurrent Resolution; [2]Legislative Digest

1975 LEGISLATIVE ROUND-UP

(BILINGUAL BILLS PROPOSED)

STATE	BILL NUMBER	SUBJECT
Montana	HB 389	Indian Cultural Program
New Mexico	HB 4	Transfers Authority to Department of Education
	SJM 15[1]	Encourages Bilingual MultiCultural
New York	[AB 3751] [SB 6208]	General Bilingual
North Dakota	HB 1357	Teacher Training
Pennsylvania	HB 1237	General Bilingual
Rhode Island	HB 6056	Creates American and Portuguese Exchange Commission
South Dakota	SB 158	Indian Cultural Programs
Texas	HB 289	General Bilingual Phase in K-6
	SB 102	General Bilingual
	[SB 361] [HB 1052]	Teacher Certificate for Bilingual
	HB 1126	General Funding
	SB 96	Creates Bilingual Programs Through Regional Service Centers

[1]Senate Joint Measure

1975 LEGISLATIVE ROUND-UP

(BILINGUAL BILLS PROPOSED)

STATE	BILL NUMBER	SUBJECT
West Virginia	SB 84	Teacher Certificates
Wisconsin	AB 493	General Bilingual
	SB 126	General Bilingual

NOTE: Data developed in cooperation with the Education Commission on the States

The above data show what the Council perceives to be the status of bilingual education in the States. It should be noted, however, that non-Federal, non-State monies assisting bilingual education have not been documented. Because such data is urgently needed, the Council hopes that it will be quickly developed as a part of the Federal information effort.

XI. ACTIVITIES AND FUTURE PLANS

XI. ACTIVITIES AND FUTURE PLANS

The National Advisory Council on Bilingual Education views its legislative mandate as an opportunity to assist in the advancement of bilingual-multicultural education. The responsibility of representing the Nation's children of limited English-speaking ability, their parents, educators involved in bilingual-multicultural education, and all others interested in this educational approach has been met seriously.

The accomplishments of the Council has had a positive effect on the development of bilingual-multicultural education as quality education for all children.

For example, the Council has strongly advocated increased teacher training. This has been acted on by the increased funding by Congress for capacity-building and DHEW policy and project-funding which also emphasizes capacity-building.

The Council has strongly endorsed the establishment of bilingual-multicultural education for new populations entering the United States. This was acted upon in many States where Vietnam refugees now reside. Continuing efforts to place Vietnamese students in bilingual-multicultural education environments are suggested.

The Council held the first of ten public regional hearings on October 17-18, 1975. The two day session in Philadelphia, Pennsylvania, provided

a forum for educators, children, parent groups, and other interested parties to express their views on bilingual-multicultural education and to report particular problems and successes in their programs.

The Council has initiated contacts between the several Federal agencies involved in bilingual-multicultural education -- Vocational Rehabilitation, Civil Rights Commission -- as a necessary step toward formal and regular communication.

The Council has set its regular meetings at diverse geographic sites, in order to provide interested individuals an opportunity to attend and speak for their respective bilingual projects.

The Council had an official delegation to the Fourth Annual International Bilingual-Bicultural Education Conference in May 1975, in Chicago, Illinois, and was also represented at the 1975 Southern California Bilingual Education Conference in Riverside, California in January 1975. The Council was on the program at both meetings. Council members have also attended other professional conferences on bilingual-multicultural education across the country. These activities have assisted to promote communication, a key aspect of development of this education approach.

The Council activities for 1975-1976 will address the Council's ability to represent the consumers of, and participants in, bilingual education, by soliciting grass-roots views on bilingual-multicultural education.

- Public hearings will be held at which all individuals--parents, children, educators--can express their concerns and hopes for bilingual-multicultural education.

- Individual Council members will visit OBE funded projects to formulate views on capacity-building, demonstration of bilingual programs, training, or other aspects of OBE programs.

- Open Council meetings will be held at sites across the country, so that those affected parties, providers and recipients, may attend to express their views.

- Among other priority activites, the Council plans to study the current extent of the bilingual-multicultural approach, and recommend how the application of bilingual-multicultural approaches may improve other specialized programs, e.g., education for the handicapped, education for gifted children, and/or mental health program participants.

These steps will enable the Council to be better representatives and more informed advocates of bilingual-multicultural education, our overall goal for 1975-1976.

THE NATIONAL ADVISORY COUNCIL ON BILINGUAL EDUCATION IS COMPOSED OF THE FOLLOWING INDIVIDUALS:

Mrs. Rosita Cota

Dr. Fernando Alvarez

*Mr. Frank L. Anzalone

Ms. Gudelia Betancourt

*Mrs. John G. (Evelyn) Fatolitis

*Dr. Lorraine P. Gutiérrez

*Mrs. Jeannette Fossion Hardy

Mrs. Bok Lim Kim

Dr. Evelyn Lytle

*Mr. Omar Picard

Mr. Carmelo Rodriguez

Mr. Tomás de Aguino Roybal

*Dr. Rolando A. Santos

Mrs. Teresa Chi-Ching Sun

*Mr. Webster A. Two Hawk

* New member as of October 15, 1975

PERSONAL STATEMENT FROM THE

DIRECTOR, NATIONAL INSTITUTE OF EDUCATION

DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE
NATIONAL INSTITUTE OF EDUCATION
WASHINGTON, D.C. 20208

OFFICE OF THE DIRECTOR

PERSONAL STATEMENT OF:

HAROLD L. HODGKINSON, DIRECTOR
NATIONAL INSTITUTE OF EDUCATION

"Equality of educational opportunity has been an important theme in American life for more than a decade. While impressive strides have been taken, much still needs to be done to help the estimated 2.5 million children whose limited English-speaking ability restricts their opportunity to learn.

A great many States have mandated some form of bilingual education, and others are considering doing so. This is an important step, but in itself, it is not enough. One can point to a number of cases where the quality of teaching in the child's home language is not as good as it should be, or worse, where it is taught in a vacuum.

To be truly effective, to help these children become the productive, successful citizens they should be, American education must build on each child's heritage and culture.

The actions of the National Advisory Council on Bilingual Education will have a telling impact on the future of a great many children. They have made a strong beginning."

PERSONAL STATEMENT FROM THE

DIRECTOR, OFFICE OF BILINGUAL EDUCATION

U. S. OFFICE OF EDUCATION

PERSONAL STATEMENT:

DR. JOHN MOLINA, DIRECTOR
OFFICE OF BILINGUAL EDUCATION
U. S. OFFICE OF EDUCATION

"Bilingual bicultural education is proving to be an invaluable educational tool meeting the challenge of equal educational opportunity. It reflects the recognition by our society of the richness cultural heritage and language can contribute to our lives. The Office of Bilingual Education, in association with the National Advisory Council on Bilingual Education, is prepared to continue its national leadership in making bilingual bicultural education an integrated asset in the educational experiences of our children and adults."